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Justice Assistance News

Congress OK's Funds For Federal Drug Task Forces

Congress has appropriated \$127.5 million to support the Drug Task Force Program announced by President Reagan last October (see the November 1982 issue of *Justice Assistance News*).

"It is important to note that the task force budget is new money," Attorney General William French Smith said in a statement. "No funds were diverted from other law enforcement programs. This is another measure of the government's commitment."

The federal drug task forces, which began operations under the new budget last month, will begin investigating major cases involving narcotics trafficking by organized criminal groups in each of the headquarters cities of the 12 task force regions: Baltimore, New York, Boston, Atlanta, Houston, St. Louis, Chicago, Detroit, Denver, Los Angeles, San Francisco, and San Diego.

Some 1,260 investigators and 200 prosecutors will be assigned to the task forces, which are expected to be at full strength by summer, the Attorney General said.

The drug task forces will supplement—not replace—existing narcotics efforts, the Attorney General stressed.

"The FBI and DEA will continue to carry out their important and growing tasks. Those assigned to the task forces will be experienced investigators and prosecutors—not novices. We plan to hire new personnel to fill their old positions and thus rebuild the investigative strength lost by federal enforcement agencies from 1976 to 1981."

The Attorney General also said there would be no drain of resources for the new program.

"This program is here to stay and it will grow—not shrink," he said. "In the fiscal 1984 budget request, we will be

asking Congress for some \$160 million to continue the task force efforts.

"There also will be no slackening of our commitment. It may take some time to show concrete results, but they will be achieved."

Regnery To Head OJJDP

Alfred S. Regnery, a former Wisconsin lawyer, is the new acting administrator of the Office of Juvenile Justice and Delinquency Prevention.

He succeeds Charles A. Lauer, who returned to his position as General Counsel of the Office of Justice Assistance, Research, and Statistics after serving as acting administrator since February 1981.

Before joining OJJDP, Mr. Regnery was Deputy Assistant Attorney General of the Land and Natural Resources Division of the Department of Justice. From 1978 to 1981, he was chief legislative counsel to U.S. Senator Paul Laxalt and chief minority counsel of the Senate Judiciary Committee's Administrative Practice and Procedure Subcommittee.

Prior to his Washington service, Mr. Regnery practiced private law in Madison, Wisconsin, for six years. From 1972 to 1977, he worked with the firm of Stroud, Stroud, Willink, Thompson & Howard, and from 1971 to 1972, he was with Melli, Smith & Sheils.

Mr. Regnery is a member of the State Bar of Wisconsin and the American Bar Association.

He received his law degree from the University of Wisconsin Law School in 1971 and a bachelor's degree in economics and German from Beloit College in Beloit, Wisconsin.

Mr. Regnery is married and has four children.



Alfred S. Regnery

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WHAT THEY ARE SAYING

NIJ: Building Bridges Between Researchers And Practitioners

The following is excerpted from an address by James K. Stewart, director of the National Institute of Justice, at the 34th Annual Conference of the American Society of Criminology in Toronto, Canada.

I know the value of criminal justice research first hand from my experience on the streets of Oakland. When I first walked the beat in that city over 15 years ago, I made decisions about how to best use my authority to protect the people of Oakland. I made those decisions by a combination of guesswork and hunch, enhanced by police folklore.

I soon discovered that intuition was not enough. To do my job properly and help make the streets of Oakland safer, I had to know what worked, and why.

One impression I had when I was on the street was that some of those I arrested for violent crimes would, when released, resume their careers of crime. They would continue to prey on the public. Others I suspected would not often violate the peace if set free. Both might be sentenced to serve the same time—or both might be released. What I was witnessing was a game of chance rather than a system of justice.

I knew this was neither economical, nor rational, nor fair. As chief of detectives, I was ultimately responsible for the investigation of some 50,000 serious crimes a year. I knew there weren't 50,000 criminals. A few of the violent criminals were responsible for most of this crime. How was I to identify them? How could I use the limited resources of the police department to deal more effectively with the highly active criminal?

Today we are a step closer to finding answers to my questions.

When I arrived at the National Institute of Justice, one of the first projects that came to my attention was research on the career criminal. The most recent studies confirm that a few individuals commit an enormous amount of crime. This research gives us stark evidence of the sheer magnitude of the crimes committed by these violent predators. It goes beyond current knowledge in identifying some of the characteristics of these offenders that police, prosecutors, judges, and parole officials may ultimately be able to use to help identify them and make more informed judgments about their treatment.

This is one example of the kind of practical research that can eventually be translated into tangible improvements in the effectiveness of criminal justice. It is what the President and the Attorney General want from the research arm of the Department of Justice. And I agree.

The value of research lies not in confirming what we want to hear, but in teaching us what we do not know. To develop new knowledge, researchers must be free to conduct independent inquiries, and the Institute is committed to this principle.

There is another, equally important principle which guides the Institute. Research must relate to the issues and problems of the real world.

One of the most persistent public concerns is serious crime. Year after year, the polls show that Americans worry about crime. Their concern stays visible in the face of other pressing national issues such as the economy and international tensions.

The urgency of serious, violent crime and the fear it spawns demands our primary and immediate attention.



(continued on page 12)

Search And Seizure Problems Affect Drug Prosecutions

A National Institute of Justice study on the impact of the exclusionary rule in California shows that a significant number of felony cases declined for prosecution were rejected because of search and seizure problems.

The NIJ study indicates that effects of the exclusionary rule were concentrated on felony narcotics cases. Approximately half of the defendants released because of the exclusionary rule were rearrested within two years for new offenses.

The exclusionary rule is a judicially constructed principle that prohibits the introduction into courts of evidence that was obtained in violation of the Fourth Amendment.

Cost To Society Measured

James K. Stewart, director of the National Institute, said the agency undertook the study in October 1982 to assess the effect of the rule on specific categories of crime as well as its overall impact on felony caseload, and to gain some indication of the costs incurred by society after these defendants were released, as measured by their subsequent arrest records.

Mr. Stewart pointed out that despite the continuing controversy over the rule, the most recent studies on the impact at the state and local level of the exclusionary rule were published 10 years ago. "Given the changing nature of case law those studies cannot be expected to reflect the current situation," he said. A 1978 study conducted by the General Accounting Office examined only federal prosecutions during a two-month period.

State, Local Data Analyzed

The NIJ study analyzed data on the processing of all adult felony arrests in California from 1976 through 1979 from California's Offender-Based Transaction Statistics (OBTS).

The study also examined data from the San Diego District Attorney's Office, the San Diego Police Department and the Pomona and Central Operations branches of the Los Angeles District Attorney's Office. California was selected as the site for the study because of its sophisticated criminal justice informa-

tion system. Within the Los Angeles County District Attorney's Office, Central Operations is the largest branch. Pomona was selected as a typical branch office.

Drug Cases Affected

The study said that 4,130 cases, or 4.8 percent of all felony arrests declined for prosecution in California from 1976 through 1979, were rejected because of search and seizure problems. In San Diego County the rate was 8.5 percent for all 1980 felony arrests rejected for prosecution, and in the two Los Angeles County offices for 1981, 11.7 percent of all felony arrests rejected in Pomona and 14.6 percent of a sample of rejected felony arrests in Central Operations.

"The greatest impact of the exclusionary rule is on drug cases, where its effect on case attrition is substantial," the study said.



Half of the defendants released were later rearrested, the study found.

The NIJ researchers found that 71.5 percent of all felony cases rejected for prosecution in California from 1976 through 1979 because of search and seizure problems involved drug charges, while the rate in San Diego for all felony cases dropped in 1980 was 74 percent.

In Pomona, 31.6 percent of the felony drug arrests referred for prosecution in 1981 were rejected because of search and seizure problems, while the rate in the Central Operations branch was 29 percent.

Defendants Rearrested Later

"For most defendants arrested and later freed because of the exclusionary rule, that arrest was but a single incident in a longer criminal career," the study said. Approximately half of those freed were rearrested during the follow-up period. Those rearrested had an average of approximately three rearrests each for that period.

The study said 981 of 2,141 defendants (46 percent) not prosecuted for felonies in California in 1976 and 1977 because of the exclusionary rule were rearrested within two years of their release. These 981 individuals accounted for 2,713 rearrests, 1,270 of which were felony offenses, the study said.

Some 52.4 percent of San Diego felony defendants not prosecuted in 1980 because of search and seizure problems had been rearrested by October of 1982. The study said 57.3 percent of those rearrested were arrested more than once, with 27.7 percent of those rearrested having four or more arrests during the follow-up period.

The study said 69 percent of San Diego defendants released because of search and seizure problems were found to have a prior or subsequent arrest record, and 60 percent had either a prior or subsequent felony arrest.

The study identified as arrests rejected for search and seizure reasons only cases where search and seizure problems were identified and recorded by the prosecutors as the primary reason for a case being rejected. Not counted as cases rejected for search and seizure reasons were those cases where search and seizure problems were listed as a secondary or contributing cause for case rejection.

Comprehensive Community Program Needed To Control Youth Gangs

A comprehensive community gang control program would be the most effective way of dealing with the nation's myriad juvenile gangs, yet such programs are almost nonexistent, according to the findings of a preliminary OJJDP study—"Police Handling of Youth Gangs."

The study said the police departments' approaches to juvenile gang problems are often fragmented and that neither centralized responsibility nor written policies and procedures are being used widely.

The study surveyed 60 police departments and found that 27 reported youth gang problems.

A major finding was that youth gangs are no longer unique to large cities. Only nine of the 27 departments reporting youth gang problems are in urban areas of 500,000 or more population.

Fifty percent (13) of the cities surveyed said violent crimes—assaults, robberies, and muggings—constituted the most serious problem encountered when dealing with youth gang activity.

The research was conducted by the American Justice Institute, of Sacra-

mento, California, under a grant from the National Institute for Juvenile Justice and Delinquency Prevention.

The views or opinions expressed in the current report are not necessarily those of the U.S. Department of Justice or any of its agencies.

The study was designed to examine the seriousness of the youth gang problem, how police departments respond to law-violating youth gangs and where youth gangs are located.

The study confirmed that there was a relationship between city size and youth gangs, with five of six population areas of one million or more reporting they had such gangs. Four out of 11 cities in the 500,000 to 999,999 population base reported gangs, and six of 12 cities in the quarter million to half million range reported youth gang presence. In cities of 100,000 to 249,999, 12 out of 31 reported youth gangs were a law enforcement problem.

While 13 police departments reported FBI Part I Index crimes (usually felonies) as the most serious problems presented by youth gangs, another 13 police departments said Part II Index crimes

(usually misdemeanors) were the most serious concerns of the police regarding youth gangs.

More Gangs In West

Geographically, 87.5 percent of the Western cities sampled reported youth gang problems compared to 40 percent of the Northeastern cities, 26.7 percent of the North Central region, and 26.3 percent of the South.

The report said California is a major contributor to the national youth gang problem. Of the 14 Western police departments reporting youth gang problems, eight (57.1 percent) were in California.

The report said police departments offered three general forms of specialization in attempting to deal with youth gang problems.

In ascending order of specialization they are:

The Youth Service Program: Traditional police unit personnel, most commonly from the youth section or bureau, are assigned gang control responsibility. Personnel are not assigned exclusively



Prison Population Up During 1982 Third Quarter

The number of state and federal prisoners rose by 11,055 inmates during the third quarter of 1982 to reach 405,371 on September 30, the Bureau of Justice Statistics has announced.

The bureau said there was a 9.9 percent increase in prisoners during the first nine months of 1982, compared to an 8.6 percent increase during the first nine months of 1981.

There were 29,403 federal prisoners on September 30, including 1,234 unsentenced prisoners under the jurisdiction of the U.S. Immigration and Naturalization Service.

The number of women in prison grew at almost twice the rate for men during the third quarter, but females, numbering 17,839, accounted for only 4 percent of the total prison population.

Prison population increased in 41 states and the District of Columbia and decreased in nine. The two states with the largest percent increases were Oregon (12.1 percent) and Alaska (11.3 percent). The largest percent decrease (4.4 percent) occurred in Kentucky when officials there stopped counting those state prisoners who are held in local jails because of prison overcrowding. The four states

with the largest prison population were Florida (26,986), New York (27,572), California (33,502) and Texas (35,354).

BJS also announced the release of its bulletin "Prisoners 1925-81," which presents trends in the prison population during the last 57 years. Since 1925 the average annual U.S. population growth rate was 1.2 percent, whereas the prison population grew at an average rate of 2.4 percent. The bulletin may be obtained from the National Criminal Justice Reference Service, P.O. Box 6000, Rockville, Md. 20850, telephone 301/251-5500. ■

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TAKE A BITE OUT OF CRIME

A message from the Crime Prevention Coalition, this publication and The Ad Council.
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AROUND the NATION

ATLANTA, GA.—Only one truck marked under an experimental Vehicle Identification Number (VIN) marking program has been stolen, according to Joe Glass of the Truck Renting and Leasing Association, which developed the pilot project. The six truck renting and leasing companies in the Atlanta area participating in the program operate some 2,500 trucks. Each truck has been marked with its VIN number in 40 different chassis and cab locations—from the conspicuous places like windshields and mirrors to the inconspicuous places like engines, transmissions, and axles. In addition, a window decal and a bumper-mounted plate announce that the truck has been marked. "We want the thief to know about the markings," Mr. Glass said. "That alone may discourage him, especially if he realizes the parts may be harder to fence and easier to trace back." Mr. Glass noted that a similar program in Chicago marking rental automobiles dramatically reduced thefts and improved recovery rates to almost 100 percent.

MINNEAPOLIS, MINN.—Vandalism is the fastest growing rural crime, outpacing all other crimes in rural areas by 50 percent, according to a study by the Minnesota Crime Prevention Center. It accounted for 20 percent of all rural crimes in 1980, the study said.

Sixty percent (630) of the 1,000 sophomore students surveyed in four Minnesota counties admitted to one or more acts of vandalism. Most said the acts were limited to pranks or slight damage of property, but 126 students admitted seriously damaging or destroying property. Males accounted for 73 percent of the serious vandals. The survey said the typical vandal was a young male living in a one-parent, non-farm home who did not participate in school or other organizational activities. A copy of the study is available from the Minnesota Crime Prevention Center, 121 E. Franklin, Minneapolis, Minn. 55404, 612/872-2300. The cost is \$3.00 plus postage.

CHICAGO, ILL.—Chicago Police Superintendent Richard J. Brzezczek has found a telling way to curb shoplifting. He wrote a letter to the city's retail merchants explaining the shoplifting problem and included the mug shots of 48 individuals who had been arrested 11 times each for shoplifting during the last three years. "Collectively, they accounted for more than 800 arrests," Mr. Brzezczek told the merchants. He asked the merchants for their cooperation in apprehending and prosecuting offenders. Further information about this program is available from Kathryn Kajari, Director of News Affairs, Chicago Police Department, 1121 South State St., Chicago, Ill. 60605, 312/744-5480. ■

Research Briefs

National Institute of Justice

FOCUS

Police, Citizens Join Forces in Neighborhood Crime Prevention Programs

It wasn't the first time that the elevators were broken in a building of the Wise Towers, a subsidized housing project in New York City. But, for one resident, it was once too often.

"If you care about the place where you live, come to a meeting tonight in the lobby." That sign drew about 100 people that evening in 1975. Broken elevators, stairwells strewn with garbage, graffiti—the scars of abuse, the signs of neglect—all were aired as grievances at the meeting. The election of a building representative and a grievance committee drew a quicker response to repairs by the project management, and soon the residents of the other buildings, seeing these changes, formed their own committees.

After the buildings were cleaned up, the tenants tackled other problems, primarily those threatening their safety. Soon, outsiders began to learn that Wise Towers was not a place where they could cause trouble or commit crime. Meanwhile, neighbors adjacent to the project formed their own crime prevention programs. Then, last year, the residents of the nearby luxury apartments and townhouses joined with their neighbors—the low-income families and elderly of racially-mixed Wise Towers—and formed the West Side Crime Prevention Coalition.

The success of the Wise Towers tenants stems from a commitment to improve their living environment and to deal with concerns for their safety. The strategies they adopted were tailored to their specific problems and the makeup of their community. This is essential for a successful crime campaign, according to a new NIJ report *Partnerships for Neighborhood Crime Prevention*. And the other key ingredient in a collective effort against crime, the report states, is a working alliance between neighbors and the police.

Just such a partnership in crime prevention was spearheaded by the Detroit police. In 1976, a newly elected mayor appointed a police chief "deeply committed to Detroit's people and neighborhoods." Chief William Hart, in turn, named a crime prevention expert as one of his commanders.

As the report emphasizes, neighborhood coalitions against crime are more likely to succeed if they originate from an existing community group, whose strength has been established by social bonds and solid working experience. For this reason, the four officers of the new crime prevention section selected as their first point of attack a Detroit neighborhood that had a strong community organization. As with other community coalitions, the Crary-St. Mary community council had already targeted crime as a high priority but had hesitated to tackle it for fear of "scaring" people.

The Detroit officers contacted all of the service clubs, churches, business and community leaders, soliciting support for the program. An analysis of the area's crime by the police pinpointed burglary as the most prevalent crime and a block watch by residents as a logical strategy. Canvassing support in each of the 155 blocks in the neighborhood, the police officers mobilized the citizenry in a vigorous anti-crime campaign. As a result, the area today boasts a 61 percent reduction in burglary and a decrease in crime of 58 percent overall. Detroit now has 3,500 "neighborhood watch" organizations as well.



The youth of Wise Towers patrol the buildings' elevators, stairwells, and check the floors for intruders or suspicious activity.

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Obtaining the support from community leaders, which was the initial step by the Detroit police, should be the "first priority" of police departments in organizing neighborhood campaigns, according to the report. Without this support, the police initiative may be perceived as a threat in some neighborhoods, an attempt to influence the community power structure.

As set forth in the NIJ guidebook, the essential components of a successful neighborhood crime prevention campaign are drawn from the experiences of six programs. In addition to the New York City and Detroit programs, they include coalitions in Chicago, Newark, Minneapolis, and San Diego.

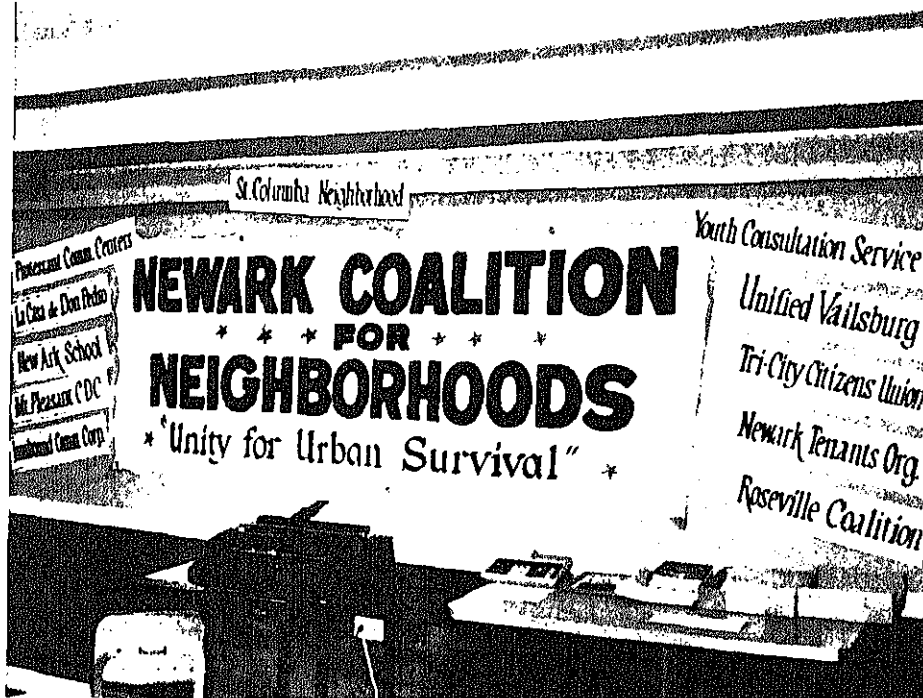
The report begins with an overview of the state of the art in crime prevention including the potential for changing neighborhood conditions. Subsequent chapters describe ways to target crime prevention operations and offer suggestions for gaining community support, tapping resources, and establishing alliances. Strategies and ways of making programs durable also are covered as well as program evaluation and sources of funding.

At the Wise Towers, the residents' fears for their safety centered on problems within the building itself. Security measures were altogether lacking in the lobby—not even the front doors had locks. Strangers loitered in the stairwells and halls, even sleeping there, so that tenants were afraid to leave their apartments. As a result, a "sitting patrol" was formed for monitoring strangers entering the lobby. And young adults formed a youth patrol, riding the elevators, walking up and down the stairwells, and checking each floor.

While a variation of the "block watch" was the right approach for Wise Towers, a different strategy was necessary for the Edgewater neighborhood of Chicago, which experienced a rash of destructive fires during 1979 and 1980. By identifying arson-prone buildings and exerting

quicker building inspections, the Edgewater Community Council can now point to many area buildings that have been brought up to code and the rehabilitation of several dwellings for low-and moderate-income renters.

tion program, the report emphasizes. Similarly, attitude surveys of the residents are helpful in unearthing some of the sources of problems. As the report notes, some conditions that provoke fear are not technically crimes at all. "Graffiti



Always a valuable source of help for grass roots crime prevention efforts, churches and service organizations in Newark have joined with neighborhood groups in a formal coalition.

Arson or rape are less common than burglary as targets for neighborhood campaigns, but they too can be successfully tackled by community groups, according to the NIJ guidebook. The key is identifying the problem and then fitting the strategy to the crime.

In New York's 24th precinct, residents believed that a nearby school was the source of their crime problems. But that myth was debunked when volunteers hand tabulated crime statistics for their neighborhood, obtained from the precinct police records. Quiet, low density neighborhood blocks had the highest incidence of burglary and purse-snatching during the day, instead of the busiest streets and the pathways travelled by students.

Crime statistics, which may have to be re-analyzed from precinct records for a true picture of crime at the neighborhood level, are an

and vandalism carry a message about the level of concern and order in the community, a message whose implications can extend to safety as well."

The report also offers guidance on using resources within the community. Church groups, businesses, community service organizations can furnish various forms of assistance for an anti-crime program. The elderly can assist with activities that must be done during the day. Special skills can be tapped from the ranks of the residents: attorneys who can train volunteers for a court watch program, an urban planner who can advise on changes to the layout of a park, students who can assist in research and data gathering, and accountants who can keep track of a program's resources and expenditures.

As set forth in the NIJ guidebook,

Research Briefs

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tionwide. The sessions are held at locations around the country. Upcoming topics include state of the art in policing and public policy and police management.

Training curricula and related resource material on individual workshop topics are available from NIJ's Research Utilization program. (More complete information on cost and ordering appears at the end of the next article.)

Findings

NIJ offers guide for costing police services

*What is the hourly cost of patrol?
What are the comparative costs of leased versus purchased police cars?*

What amount, as a fee, would recover the costs for issuing bicycle permits or taxi licenses?

From essential operations such as patrol to enforcement of municipal ordinances such as bicycle permits, the costs of police operations are increasingly the object of scrutiny. A decade ago, crime control was the overriding concern. Today fiscal pressures compel accountability by police managers for the costs of crime control as well. According to a recent NIJ study, however, police managers reported that improved costing techniques are needed to meet the demands of today.

Measuring the Costs of Police Services reports that the costing procedures of many police departments are antiquated or cumbersome and the information often inaccurate due to human error. Of the 50 police departments surveyed for the study, 55 percent of the respondents rated their cost analysis capability as either fair or poor.

According to the study, almost all police departments routinely monitor and regularly report on crime rates, crimes cleared by arrest or conviction, and response time to calls for service and other statistics. But few accurately and regularly track the full costs of patrol, investi-

gations, and other police services.

Sound cost analyses should embrace the indirect or hidden costs of police services as well as the more obvious or direct "line item" expenditures associated with delivery or deployment, the report emphasizes. Personnel overhead, officers' uniforms, and communications equipment—which typically lie outside the traditional division budget—are as essential to patrol delivery as the more obvious costs of wages and gasoline. They also exact a cumulative toll, whether as actual deficits in this year's budget or, through depreciation, as a lump sum for replacement some time in the future.

The San Diego Police Department has realized several advantages from its cost analyses system, which tracks all costs for specific services. Because federal and state regulations require comprehensive cost information for reimbursement of police services in dealing with civil disturbances or disasters, the San Diego Police Department was fully compensated for its work at the site of a commercial airline crash and for handling a major strike in a neighboring jurisdiction.

The San Diego Police Department is one of four departments selected as case studies for the report. The others are the Arkansas State Police, and the Sunnyvale, California, and Alexandria, Virginia, police departments.

The Alexandria, Virginia, Police Department learned from their cost analyses the price they were paying for false burglar alarms. Nearly 90 percent of the alarms were false, a fact that cost the department \$10,000 a year. The department established criteria for responding to alarms and, consequently, realized substantial financial savings.

Cost analyses gave Fairfax County, Virginia, a means of weighing alternatives for the costliest item of equipment in a police budget, police cars. As a result, the department switched to smaller, more economical patrol cars after comparing their costs and performance with full-size patrol vehicles.

The report borrows some techniques from private industry for capturing the full costs of police services. Specifically aimed at police managers, but also of interest to

mayors and other municipal officials, the NIJ guide covers approaches ranging from simple rules of thumb for estimating overhead, building maintenance, and similar factors to more complex techniques involving computer applications. Tailored to varying levels of knowledge and skills, the techniques—as a whole—are applicable to a broad spectrum of police agencies.

The report also demonstrates how to apply the procedures using a hypothetical costing situation: a police manager who must justify the purchase of new vehicles by analyzing whether motorized patrol is more or less costly than foot patrol. By means of a step-by-step approach to the problem, cost analyses can be tailored to the desired level of complexity. Beginning with a cost analysis plan, the report covers techniques for the analysis itself and concludes with suggestions for installing a cost information system.

Measuring the Costs of Police Services is available from NIJ's National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The price is \$9.95. Training packages, including manuals and reference materials, are available from NIJ's Research Utilization program. The cost is \$17.50 per package or \$15.00, when multiple sets are ordered.



NIJ report presents techniques for capturing the full costs of police services such as traffic enforcement or patrol.

Program Designed To Reduce Citizen Fear of Crime

The National Institute of Justice (NIJ) has awarded the Police Foundation \$1,830,534 to conduct an 18-month experiment in two cities designed to reduce the fear of crime in inner-city neighborhoods, preserve commercial vitality in these areas, and, possibly, have an effect on the crime rate itself.

The experimental program will be undertaken simultaneously in Newark, New Jersey, and Houston, Texas.

Attorney General William French Smith announced the award last month with James K. Stewart, NIJ director, in a ceremony at the Newark City Hall.

"In too many of our nation's communities, the fear of crime confines law-abiding citizens behind the locked doors of their homes when they should be free to walk the streets and enjoy the neighborhoods where they live," the Attorney General said.

Mr. Stewart said that the experiments will focus on conditions in some neighborhoods that generate fear among the residents and provide an environment in which crime thrives.

"In the next few months," he said, "Houston and Newark Police Department officials and Police Foundation researchers will be enlisting the help of the business community and private citizens in formulating strategies to reduce citizen fear of crime. These strategies should be developed by June or July and then given actual testing for 12 months."

The experiments will test the premise that a neighborhood whose character is within the control of the people who live there is generally a safer neighborhood.

"The overall effort," Mr. Stewart said, "is based on the belief that a community's fear of crime may itself be a major factor in the health and future of the city. The debilitating apprehension about crime weakens the fabric of an urban neighborhood's social and economic life.

"Police departments that work closely with representatives of the local neighborhoods and that expand their concern for crime incidents to also include order problems can reduce unwarranted citizen fear and encourage people to reclaim their streets and communities."

The central purpose of the experiments will be to test strategies for reducing fear of crime in a set of representative and statistically comparable inner-city neighborhoods.

A corollary objective will be to test the effect of the same strategies on the business life of the neighborhoods.

To test the general theories the study will examine several related questions:

—Can united efforts by the police and community reduce disorderly behavior in public spaces and so reverse an atmos-

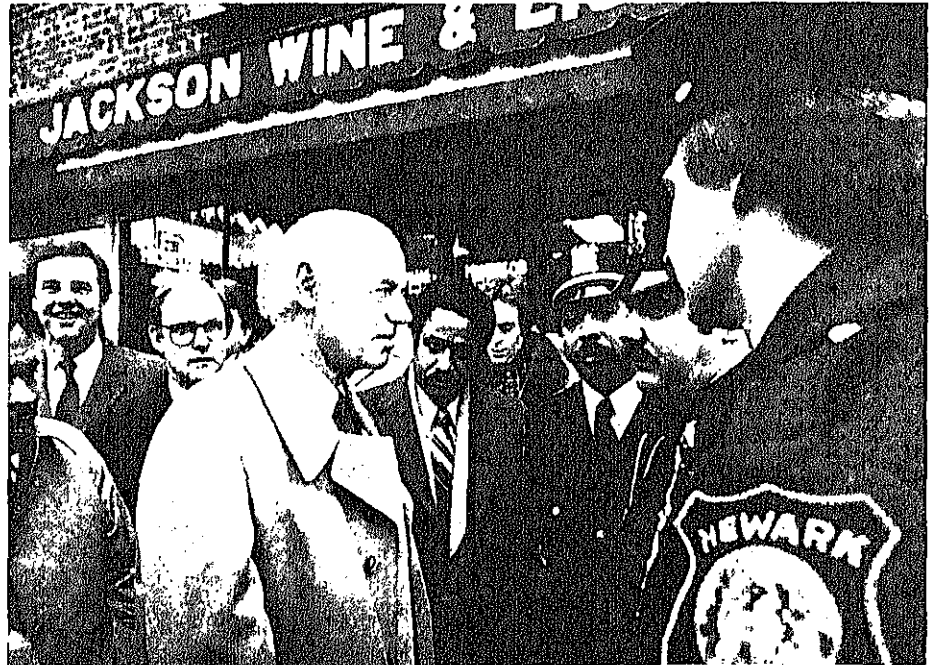
phere that suggests nobody cares about such behavior?

—Will amelioration of these factors have a direct effect on reducing fear of crime and perceptions of a neighborhood as unsafe?

—Will the reduction of fear of crime have a direct effect on reducing serious crime itself on the premise that a neighborhood that is not fearful may attract less crime?

—Will a reduction in serious crime, if any, reduce public fear of crime?

—Will a reduction of fear increase a neighborhood's commercial activity? ■



Attorney General William French Smith (center) talks with Newark police officers during a tour of one of the city's neighborhoods that will participate in the experiment. With the Attorney General are (from left) New Jersey Gov. Thomas Kean, NIJ Director James Stewart, and Newark Police Director Hubert Williams.

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Joint Strike Forces Round Up Fugitives

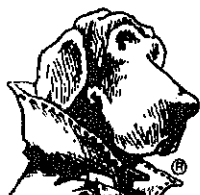
A joint enforcement effort against fugitives conducted by the U.S. Marshals Service and the Metropolitan Police Department of Washington, D.C., was the most successful of the four FIST (Fugitive Investigative Strike Team) operations to date, according to Attorney General William French Smith.

The Washington FIST resulted in 614 arrests, including 166 local fugitives classified as career criminals in the District of Columbia area. Criminal histories of the 614 arrestees indicate they accounted for almost 2,400 prior arrests or an average of about four prior arrests per person, Mr. Smith said.

Of those arrested, 316 (51 percent) had been sought for crimes of violence and/or narcotics violations. An additional 149 were arrested for burglary or larceny believed to be narcotics related. The remaining 149 were apprehended on felony warrants for such offenses as auto theft, embezzlement, forgery, mail theft, and fraud.

"The Fugitive Investigative Strike Team operation in the District of Columbia area is one example of how the federal government can assist local law enforcement in the battle against crime—and especially narcotics trafficking and violent crime," the Attorney General said.

The earlier FIST operations were in Miami, Los Angeles, and New York City. In all, the joint efforts have resulted in almost 1,100 arrests.



We support the National
Citizens' Crime Prevention Campaign.

Researchers, Practitioners Must Cooperate

(continued from page 2)

Our research and our actions must reflect a new approach. The crime fighting concepts of the 60's were shaped by the assumption that societal conditions powerfully influenced criminality. The concept of the individual's responsibility for his action was eroded. I believe this trend sent signals to both criminals and law-abiding citizens. By minimizing accountability, we may have given the criminal greater license. And we may have inadvertently stifled the sense of individual responsibility citizens must feel if they are to reassert greater control over their lives and the health of their communities.

Recent research points in this direction and suggests promising new initiatives that can be pursued. For example, we need cooperation among the police and the people. We need participation by all branches of local government that can contribute to the community's health, its sense of well being, and its cohesion. NIJ intends to follow up on these and other ideas for restoring public order through cooperative community action, leading, I hope, to a reduction of fear and eventually a reduction in violent crime.

Another important task ahead of us is to build on and strengthen collaboration among researchers and practitioners. We must, furthermore, be prepared to look beyond the confines of our own field and be ready to adopt the lessons from other professions. Dramatic gains in medicine came when the techniques of scientific investigation were merged with the training of doctors. To make similar progress in criminal justice, we must strive for a fuller merger of shared concerns and knowledge.

I believe criminal justice research is valuable, not as sterile inquiry, but as a vital part of a criminal justice system under great stress.

Public pressure for change, for results, is strong and getting stronger. The people demand freedom from violent crime and its corrosive effects. Researchers have a stake in the reduction of violence in society: Some level of security is necessary to pursue the right to free inquiry. As the scholars of our great universities and research centers have labored to remove the bonds of ignorance from our people, let us now, in cooperation with the criminal law practitioners, work to end the imprisonment of our people behind the real bars of steel that they have placed in their windows and behind their doors to protect themselves from the violent criminal.

We must work together if we are to make a difference.

Jail Information System Software Available

Two copies of the software package for the automated Jail Information System are now available for loan to county and state corrections agencies.

The system, developed as part of OJARS' Jail Overcrowding and Pretrial Detainee Reduction Program, keeps track of jail bookings, release management and other transactions. It provides information about inmate and defendant transactions from the original booking through court disposition and jailing, if any.

The Jail Information System was developed through an enhancement of the widely used Prosecutor's Management Information System (PRO-MIS) developed by the Institute for

Law and Social Research (INSLAW) in Washington, D.C. The American Justice Institute in Sacramento, California, coordinated the program development, and INSLAW provided the expertise for the software development, documentation, and technical assistance.

The software is being employed in five pilot jurisdictions which were given technical assistance to tailor the system to their individual needs.

Additional information and copies of the software can be obtained by contacting Nicholas Demos, OJARS' Jail Overcrowding and Pretrial Detainee Reduction Program manager, at 202/724-6315.

Views In The News

A CURE FOR OVERCROWDING: "According to a Justice Department report, the U.S. prison population is growing at an annual rate of more than 14%, the fastest since the government started keeping statistics in 1926. . .

"This is a matter of some concern, of course. Many prisons already are overcrowded and taxpayers often are reluctant to provide new funding. . . It is natural for some people to ask whether society can afford to put so many people inside. . .

"However, there is another way of looking at this. The sharp increase in crime in many states has undoubtedly resulted from the absence of punishment. . . As the certainty of punishment rises, prison populations will rise. But so will the cost of crime. If states stay on their present course, it is reasonable to expect that the present surge in prison populations will ease. There will be less crime and fewer people going to jail. If so, it will be worth the cost of correcting those years of neglect."—*Editorial, The Wall Street Journal.*

COMBATTING OFFICIAL CORRUPTION: "Suppose you are the sheriff of a small, rural county in south Georgia. You earn about \$8,000 a year and have begun to wonder how you are going to send your kids to college. One day you are offered \$50,000 to go into Joe's diner on the highway and have a cup of coffee. All you have to do is to sit in the diner while a small plane lands in a cow pasture 10 miles away. If you simply don't notice the arrival of a million dollars worth of cocaine in a single-engine private plane at an isolated spot, all your financial worries will be over. Could you withstand this temptation? The Justice Department reports that with increasing frequency, small-town law enforcement officers are finding this kind of offer irresistible. . .

"A leading agent in the Fort Lauderdale office of the Drug Enforcement Administration has been indicted on four criminal counts involving the smuggling of drugs and

obstruction of justice. FBI Director William H. Webster has cited problems not only with DEA officials but also among FBI agents and Justice Department prosecutors as well. He predicted indictment of some of these law enforcement officers in the near future. . .

"Can anything be done to stem this bribery, without which the drug trade would collapse? Of course, it helps to start with honest public officials, and most are. But with so very much money available to buy cooperation, there will always be sellers. Mr. Webster is wise to admit to problems within the bureau and express his determination to see that the offenders are prosecuted. The Justice Department and the DEA, to their credit, moved quickly to build an impressive case against the Florida agent. It is important not only that these cases be brought and won, but that they also be given maximum publicity. Prosecutions reinforce the ethical standards of those officers who cannot be bribed and, at the same time, serve as a warning to those who are tempted that they will be sought out."—*Editorial, The Washington Post.*

GIVING FELONS SPECIAL TREATMENT: "Lock 'em up and throw away the key—for many people that's the answer to crime. But hold on, because it's not that simple. There aren't enough cells to hold all the hoods—nor the dough to build more quickly. And in some cases, it doesn't make sense to throw a first offender into a College for Crime; he may be better off outside in a program that will lead him back to the straight and narrow.

"That, basically, is the thinking that led the Citizens Crime Commission and the Correctional Association of New York to issue a joint report urging greater use of probation as a way of handling offenders who are not career criminals. . .

"Another suggestion calls for using offenders in public works projects, like cleaning parks. And a third would place criminals in jobs so they can repay their victims' losses, thus

helping them understand 'how devastating crime can be.'

"These are thoughtful recommendations that deserve serious consideration. At the same time, judges must blend in a large dose of skepticism. . .

"The point we're driving at is that special treatment like probation or placement in work-release programs should be doled out only in special cases when the risk to public safety is low or nonexistent. Putting felons back on the streets can be a life-and-death gamble, so if judges are going to err, it must be on the side of caution."—*Editorial, The New York Daily News.*

MAKING PROBATION MORE MEANINGFUL: "Ideological controversy is commonplace in the field of corrections. In the 19th century, the most passionate arguments raged over the design of prisons and the wisdom of isolating inmates. The purpose of imprisonment has agitated other eras. The greatest controversy now turns on whether criminals should be locked up at all.

"Self-styled humanists argue that prisons cost too much, don't reduce crime and don't rehabilitate; they would lock up only the most violent few. Others, emphasizing justice, respond that neither criminals nor the public takes alternate forms of punishment seriously; they say prisons are essential to signal society's commitment to its laws.

"The best policy, in our view, lies between these extremes, which is why we attach great significance to the recently announced position of two New York advisory groups. . .

"Whatever the state may do about prisons, they say, it must also do something about probation. . .

"The system could be made more meaningful, the two groups suggest, by expanding existing programs to provide more intensive supervision, to require community service and also the payment of restitution to victims of property crimes.

"The Legislature should heed this useful suggestion."—*Editorial, The New York Times.*